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Analysis of the SPRINGFIELD, ILLINOIS HOUSING MARKET

as of April 1, 1970

A Report by the
DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
FEDERAL HOUSING ADMINISTRATION
WASHINGTON, D. C. 20411

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FHA Housing Market Analysis

Springfield, Illinois, as of April 1, 1970

Foreword

This analysis has been prepared for the assistance and guidance of the Federal Housing Administration in its operations. The factual information, findings, and conclusions may be useful also to builders, mortgagees, and others concerned with local housing problems and trends. The analysis does not purport to make determinations with respect to the acceptability of any particular mortgage insurance proposals that may be under consideration in the subject locality.

The factual framework for this analysis was developed by the Economic and Market Analysis Division as thoroughly as possible on the basis of information available on the "as of" date from both local and national sources. Of course, estimates and judgments made on the basis of information available on the "as of" date may be modified considerably by subsequent market developments.

The prospective demand or occupancy potentials expressed in the analysis are based upon an evaluation of the factors available on the "as of" date. They cannot be construed as forecasts of building activity; rather, they express the prospective housing production which would maintain a reasonable balance in demand-supply relationships under conditions analyzed for the "as of" date.

Department of Housing and Urban Development Federal Housing Administration Economic and Market Analysis Division Washington, D. C.

FHA HOUSING MARKET ANALYSIS - SPRINGFIELD, ILLINOIS AS OF APRIL 1, 19701/

The Springfield, Illinois, Housing Market Area (HMA), with an estimated April 1, 1970 population of 163,400, is defined as the Springfield Standard Metropolitan Statistical Area, which is coterminous with Sangamon County.

The historical background of Springfield2/ as the home of Abraham Lincoln and the fact that it is the Illinois state capital are the most important factors that have contributed to the economic growth of the area. The rate of household growth has approximately equaled the level of net additions to the housing inventory, resulting in a relatively stable housing market during the November 1, 1965-April 1, 1970 period.

Anticipated Housing Demand

Based on projections of household growth and on anticipated inventory losses which are expected to result from demolition and other causes, it is estimated that there will be a demand for an average of 700 new nonsubsidized housing units annually in the HMA during the two-year period ending January 1, 1972. After considering other factors such as acceptable vacancy levels, current levels of new construction, and recent shifts in tenure, it is judged that the most favorable market balance would be achieved through the construction of 500 single-family houses and 200 units in multifamily structures. Distributions of demand for single-family houses by price class and for multifamily units by gross monthly rents and unit size are shown in table I.

The estimates of demand discussed above are not intended to be predictions of short-term residential construction activity, but rather suggested levels of construction that are likely to maintain a balanced relationship between supply and demand during the forecast period. If significant changes take place in

^{1/} Data in this analysis supplement a previous FHA analysis of the area dated November 1, 1965.

^{2/} Reference in this report to "Springfield" will include the villages of Grandview, Jerome, Leland Grove, and Southern View, all of which are surrounded by, or adjacent to, the city of Springfield.

the availability of mortgage money or interest rates, the demand estimates may need to be revised.

Occupancy Potential for Subsidized Housing

Federal assistance in financing costs for new housing for low- or moderate-income families may be provided through a number of different programs administered by FHA: monthly rent supplements in rental projects financed under Section 221(d)(3); partial payment of interest on home mortgages insured under Section 235; partial interest payment on project mortgages insured under Section 236; and federal assistance to local housing authorities for low-rent public housing.

The estimated occupancy potentials for subsidized housing are designed to determine, for each program, (1) the number of families and individuals who can be served under the program and (2) the proportion of these households that can reasonably be expected to seek new subsidized housing during the forecast period. Household eligibility for the Section 235 and Section 236 programs is determined primarily by evidence that household or family income is below established limits but sufficient to pay the minimum achievable rent or monthly payment for the specified program. Insofar as the income requirement is concerned, all families and individuals with income below the income limits are assumed to be eligible for public housing and rent supplement; there may be other requirements for eligibility, particularly the requirement that current living quarters be substandard for families to be eligible for rent supplements. Some families may be alternatively eligible for assistance under more than one of these programs or under other assistance programs using federal or state support. The total occupancy potential for federally assisted housing approximates the sum of the potentials for public housing and Section 236 housing. the Springfield HMA, the total occupancy potential is estimated to be 670 units annually (see table II). Future approvals under each program should take into account any intervening approvals under other programs which serve the same families and individuals.

The annual occupancy potentials $\frac{1}{2}$ for subsidized housing discussed below are based upon 1970 incomes, the occupancy of substandard housing, estimates of the elderly population, income limits in effect on April 1, 1970, and on available market experience. $\frac{2}{2}$

The occupancy potentials referred to in this analysis have been calculated to reflect the strength of the market in view of existing vacancy. The successful attainment of the calculated potentials for subsidized housing may well depend upon construction in suitably accessible locations, as well as a distribution of rents and sales prices over the complete range attainable for housing under the specified programs.

^{2/} Families with incomes inadequate to purchase or rent nonsubsidized housing generally are eligible for one form or another of subsidized housing. However, little or no housing has been provided under some of the subsidized housing programs and absorption rates remain to be tested.

Sales Housing Under Section 235. Sales housing can be provided for low-to moderate-income families under the provisions of Section 235. Based on exception income limits, about 185 houses a year could be absorbed in the HMA during the two-year forecast period of this report; using regular income limits, the potential would be reduced to about 140 units a year. About 35 percent of the families eligible under this program are five-or-more-person households which may require a minimum of four bedrooms. All families eligible for Section 235 housing also are eligible under Section 236. Fund reservations outstanding will provide for the construction of 92 housing units under Section 235; some of these units are under construction, and the remainder are expected to be completed during the projection period. The units under construction or planned will satisfy about one-fourth of the two-year potential.

Rental Housing Under the Public Housing and Rent-Supplement Programs. These two programs serve essentially the same low-income households. The principal differences arise from the manner in which net income is computed for each program and from other eligibility requirements. For the Spring-field HMA, the annual occupancy potential for public housing is estimated at 255 units for families and 190 units for the elderly. About five percent of the families and 15 percent of the elderly also are eligible for housing under Section 236 (see table II). In the case of the somewhat more restrictive rent-supplement program, the potential for families would be about one-half of the figure shown above, but the market among the elderly would be unchanged.

There are currently 923 low-rent public housing units under management in the HMA including 300 units for the elderly, all of which are located in Springfield. As of April 1, 1970, there were 111 units of public housing under construction, all of which were designated for the elderly. Construction of an additional 76 units for families is scheduled to begin in Springfield within the next few months; program reservations have been made for another 227 units, including 151 units for the elderly.

The large number of low-rent public housing units under construction or scheduled to be built during the next two years is likely to satisfy a large part of the potential among both families and elderly households in the HMA.

Rental Housing under Section 2361/. Moderately priced rental units can be provided under Section 236. With exception income limits, there is an annual occupancy potential for 265 units of Section 236 housing, including 80 units for elderly families and individuals; based on regular income limits, these potentials would be reduced to 140 units for families and 60 units for the elderly. About five percent of the families eligible

Interest reduction payments may also be made for cooperative housing projects. Occupancy requirements under Section 236 are identical for tenants and cooperative owner-occupants.

under this program are alternatively eligible for public housing and 40 percent of the elderly households would qualify for public housing. There currently is no housing in existence or under construction under Section 236. It also should be noted that in terms of eligibility, the Section 236 potential for families and the Section 235 potential draw from essentially the same population and are, therefore, not additive.

The Sales Market

The market for new and existing sales housing in the Springfield area has remained fairly well balanced throughout the 1965-1970 period. The homeowner vacancy ratio is low and has not changed since November 1965. Both demand for housing and construction volume have declined since 1965, due to rapidly increasing construction costs, rising interest rates, and a shortage of mortgage money. Some families have delayed upgrading their housing because of high interest rates, while others who are willing and able to pay the high interest rates cannot get a loan because mortgage money is not available. This situation also has resulted in a reduced rate of turnover in existing housing.

An FHA survey early in 1970 of housing built in 16 subdivisions found that of 422 houses completed in 1969, over 190 (45.7 percent) were speculatively built and 50 (25.9 percent) of those remained unsold at the end of the year. A survey of housing built during the previous year produced similar results: of a total of 342 houses built, about 150 (44.2 percent) were speculatively built and 35 (23.6 percent) of those remained unsold at the end of the year.

Most of the major subdivision activity in the Springfield area is located in the southwest and western sections of the city, with prices generally ranging from \$20,000 to \$35,000. There also are a few small subdivisions in the northeast and southeast sections of the city, with houses usually selling for \$15,000 to \$20,000.

The Rental Market

Although the overall rental vacancy rate has increased slightly from 6.3 percent in November 1965 to 6.5 percent at the present time, the market for new, well located rental units has actually strengthened somewhat. A recent FHA survey of rental projects built within the last five years revealed a minimal number of vacancies. Only one recently built project was experiencing absorption difficulties, and this can be attributed to the location, design, density of units, and the rent to apartment size ratio of that particular project. The level of private multifamily construction declined from 336 units authorized in 1966 to only 84 units in 1967, but increased to 155 in 1968 and again to 340 units during 1969.

All new multifamily projects marketed in the Springfield area in recent years have been garden apartments, most of which are located in the central,

western, and southwestern sections of the city; monthly rents, excluding utilities, generally range from \$155 to \$195 for a two-bedroom apartment. Most projects of this type and rent range have achieved acceptable occupancy levels within four to six months after construction was completed.

As of April 1, 1970, there were about 340 privately-financed multifamily units under construction in the Springfield HMA. A high-rise project is nearing completion in downtown Springfield, and about 25 of the 228 units are already occupied. Rents in this luxury project will range from about \$150 to \$240 for one-bedroom units, and \$240 to \$330 for two-bedroom units.

Economic, Demographic, and Housing Factors

Economic Factors. Although employment in the Springfield HMA has increased each year during the 1965-1969 period, the rate of growth has varied significantly from year to year. Between 1965 and 1966, nonagricultural wage and salary employment increased by 2,350, including gains of 150 in manufacturing and 2,200 in nonmanufacturing. The largest increases in nonmanufacturing industries were 950 jobs in state and local government, 600 jobs in trade, and 450 jobs in services. Between 1966 and 1967 the manufacturing sector experienced a loss of 675 jobs, and the growth rate declined in nonmanufacturing, especially in the government and trade sectors, resulting in a net increase of only 600 jobs. Although the available employment data show an increase of 1,200 jobs between 1967 and 1968, comprised of a loss of 700 jobs in manufacturing and a gain of 1,900 in nonmanufacturing, the large increase in state and local government employment shown, which accounted for most of the growth, was probably in reality much smaller; a new, more accurate method of enumerating state employees was adopted in 1968 which showed that employment in that sector had been underestimated in previous Between 1968 and 1969, most sectors of the economy experienced moderate employment growth, with only small losses occurring in nondurable goods manufacturing and mining, resulting in a net employment increase of about 1.325 jobs. State and local government and services were the only two sectors of the economy that experienced increases in employment each year during the entire 1965-1969 period. Government currently represents about 27 percent of all wage and salary workers in the HMA, followed by trade and services with approximately 20 and 17 percent respectively. Labor force trends in the Springfield HMA between 1960 and 1969 are presented in table III.

Near-term future employment gains in the Springfield metropolitan area are expected to follow a somewhat lower growth pattern than during the 1965-1969 period, with a relatively unchanged manufacturing employment level and steady increases in the nonmanufacturing segment. State and local government, trade, and services will continue to provide most of the added nonmanufacturing jobs. Based on these premises, nonagricultural wage and salary employment in the Springfield HMA is expected to grow by about 1,100 jobs (1.7 percent) annually during the April 1, 1970-April 1, 1972 forecast period.

The current median <u>income</u> of all families in the Springfield HMA, after deduction of federal income tax, is \$9,050, and the median after-tax income of two- or more-person renter households is \$7,350. Detailed distributions of all families and renter households by income classes in 1965 and 1970 are presented in table IV.

Demographic Factors. The sustained moderate employment growth and the opening of Lincoln Land State College in Springfield have resulted in an increased rate of population growth during the 1965-1970 period. The population of the Springfield HMA reached 163,400 persons on April 1, 1970,½ indicating an average increase of about 1,900 persons a year between November 1965 and April 1970, compared with average gains of 1,525 persons annually during the 1960-1965 period. Springfield accounted for about 90 percent of the population growth during the 1960-1970 decade, mainly as a result of the annexation of new subdivisions as they were being developed.

As a result of the expansion of Lincoln Land State College and the anticipated opening of Sangamon State University in the fall of 1970, the number of college students in the Springfield HMA is expected to increase by about 2,200 during the April 1, 1970-April 1, 1972 projection period. Most of these students are expected to commute from existing households in the Springfield area. Those prospective students who are not currently living within commuting distance of the new combined campuses (located in the southeastern part of Springfield) should be able to find an adequate number of suitable rental units in the older, lower-priced rental projects. As the two institutions grow during the next few years, the housing preferences of the teachers, staff, and students will become more evident, and plans for housing on and near the campuses can then be formulated.

The continued moderate rate of economic expansion which is forecast for the Springfield area in the 1970-1972 forecast period, along with the expected enrollment increase at Lincoln Land State College and the planned opening of Sangamon State University in Springfield, will result in a population increase of about 2,000 persons annually during the two-year period.

There were about 53,500 households in the Springfield HMA on April 1, 1970, including 36,200 in the city of Springfield and 17,300 in the remainder of the HMA. Trends in household growth in the Springfield area in the 1960's generally paralleled population growth patterns and are expected to continue to do so during the 1970-1972 forecast period. The number of households should total 54,900 in April 1972, an average increase of 700 annually, about the same average gain as between 1965 and 1970.

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Locally reported preliminary population and household counts from the 1970 Census may not be consistent with the demographic estimates in this analysis. Final official census population and household data will be made available by the Census Bureau in the next several months.

Demographic trends in the Springfield HMA during the 1960-1972 period are presented in detail in table V_{\bullet}

Housing Factors. The housing inventory of the Springfield HMA totaled 56,200 units on April 1, 1970, a gain of 3,000 units since November 1, 1965; the net increase in the inventory resulted from the completion of 3,100 new units, the loss of about 700 units through demolition and other causes, and the addition of 600 mobile homes. There were an additional 800 units under construction in the Springfield HMA on April 1, 1970, including 350 single-family houses and 450 units of multifamily housing. Of the multifamily units under construction in the city of Springfield, lll units were in a high-rise public housing project for the elderly.

The volume of privately-financed <u>residential building activity</u> in the city of Springfield and the four adjoining villages declined from a high of 777 units authorized by building permits in 1966 to 509 units in 1967, and then increased to about 585 units in 1968 and 730 units in 1969 (see table VI). 1/2 Construction activity in the remainder of the HMA averaged about 100 units annually, only a small portion of which was covered by building permits.

Vacancy rates in the Springfield metropolitan area changed only slightly between November 1965 and April 1970 (see table VII). There were about 400 vacant units available for sale in the Springfield HMA on April 1, 1970, indicating a 1.1 percent homeowner vacancy rate, compared with a 1.2 percent rate in November 1965. The rental vacancy rate increased slightly from 6.3 percent in 1965 to 6.5 currently. It should be noted that the relatively high renter vacancy rate reflects a substantial number of vacant available units which are undesirable because of age, condition, and poor location.

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^{1/} Figures for 1968 and 1969 include estimates of permits issued in the four adjoining villages.

Table I

Estimated Annual Demand for Nonsubsidized Single-family and Multifamily Housing Springfield, Illinois, Housing Market Area April 1, 1970-April 1, 1972

Single-family Demand

Pric	e range	Number of houses
Under	\$18,000	50
. •	- 19,999	75
20,000	- 22,499	70
22 ,5 00	- 24,999	70
25,000	- 29,999	65
30,000	- 34 , 999	80
35,000	and over	_90
	Total	500

Multifamily Demand

	onthly oss rent <u>a</u> /	Efficiency	One bedroom	Two bedrooms	Three or more bedrooms
\$130	- \$139	5	-	-	-
140	- 149	5	-	-	
1 50	- 159	•	-	•	•
160	- 169	-	35	-	-
170	- 179	•	20	-	-
180	- 199	-	25	30	-
200	- 219	•	5	35	10
220	- 23 9	•	-	20	5
240	and over		_	_5	_ <u>-</u> _
	Total	10	85	90	15

 \underline{a} / Monthly gross rent is shelter rent plus the cost of utilities.

Source: Estimated by Housing Market Analyst.

Table II

Estimated Annual Occupancy Potential for Subsidized Rental Housing

Springfield, Illinois, Housing Market Area

April 1, 1970-April 1, 1972

A. <u>Families</u>

	Section 236 <u>a</u> / exclusively	Eligible for both programs	Public housing exclusively	Total for both programs
<pre>1 bedroom 2 bedrooms 3 bedrooms 4 + bedrooms Total</pre>	35 80 45 <u>15</u> 175	5 5 5 	30 105 70 <u>40</u> 245 <u>c</u> /	65 190 120 <u>55</u> 430
B. Elderly	<u> </u>			
Efficiency l bedroom Total	35 15 50 <u>b</u> /	20 <u>10</u> 30 <u>d</u> /	130 30 160 <u>d</u> /	185 _55 240

a/ Estimates are based on exception income limits.

 $[\]underline{b}$ / Applications and commitments under Section 202 are being converted to Section 236.

c/ About one-half of these families also are eligible under the rent-supplement program.

 $[\]underline{d}$ / All of these elderly couples and individuals also are eligible for rent supplements.

Table III

Labor Force Trends Springfield, Illinois, Housing Market Area 1960-1969

(Annual Averages)a/

Work Force Components	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969
Total civilian work force	64,950	64,475	66,550	67,725	69,850	69,750	71,550	71,975	72,850	74,125
Unemployment Percent of work force	3,225 5.0%	3,325 5.2%	2,750 4.1%	2,500 3.7%	2,325 3.3%	2,300 3.3%	2,075 2.9%	2,325 3.2%	2,175 3. 0%	2,250
Total employment	61,550	61,075	63,775	65,175	67,125	67,425	69,450	69,650	70,450	71,825
Nonag. wage & salary employment	51,525	51,025	53,650	55,150	57,150	57,950	60,300	60,900	62,100	63,425
Manufacturing Durable goods Nondurable goods	10,650 7,150 3,500	10,750 7,450 3,300	11,325 8,075 3,250	11,425 8,375 3,075	11,800 8,850 2,950	11,250 8,425 2,825	11,400 8,550 2,850	10,725 7,850 2,900	10,025 7,150 2,900	9,975 7,175 2,800
Nonmanufacturing Mining Construction Trans., comm. & pub. utilities Trade Finance, ins., & real estate Services Government Federal State and local All other nonag. employment b/	40,875 275 2,650 4,050 11,125 4,150 7,225 11,425 1,625 9,800	40,275 250 2,450 3,500 11,125 4,000 7,450 11,500 1,675 9,825	42,325 225 2,850 3,725 11,625 4,125 8,025 11,725 1,575 10,150	43,725 200 3,100 3,725 11,775 4,275 8,225 12,450 1,575 10,875	45,350 225 2,800 3,475 11,925 4,400 8,875 13,675 1,650 12,025	46,700 225 3,275 3,575 12,100 4,550 9,175 13,775 1,725 12,050	48,900 150 3,525 3,650 12,700 4,525 9,625 14,725 1,725 13,000	50,175 150 3,425 4,050 12,825 4,725 10,125 14,850 1,650 13,200	52,075 125 3,325 3,950 12,800 4,825 10,325 16,725 1,600 15,125	53,450 100 3,425 4,100 12,950 5,000 10,950 16,900 1,600 15,300
	7,450	7,500	7,575	7,525	7,700	7,400	7,050	6,700	6,375	6,450
Agriculture Labor disputants	2,575 150	2,550 7 5	2,575 25	2,500 50	2,275 400	2,075 O	2,075 25	2,050 O	1,975 225	1,950 25

a/ Annual averages may not add to totals due to rounding.

Source: Illinois State Employment Service.

b/ Includes self-employed, unpaid family, and domestic workers.

Table IV

Percentage Distribution of All Families and Renter Households

by Estimated Annual After-Tax Income
Springfield, Illinois, Housing Market Area

1965 and 1970

	1965		1970		
Annual after-tax income	All families	Renter households ^a /	All families	Renter households <u>a</u> /	
Under \$3,000	10	18	6	11	
\$ 3,000 - 3,999	7	12	5	6	
4,000 - 4,999	9 .	10	5	9	
5,000 - 5,999	10	13	7	10	
6,000 - 6,999	12	11	8	11	
7,000 - 7,999	10	9	9	9	
8,000 - 8,999	10	7	10	8	
9,000 - 9,999	7	5	8	7	
10,000 - 12,499	11	9	16	14	
12,500 - 14,999	6	5	11	7	
15,000 and over	8	1	15	8	
Total	100	100	100	100	
Median	\$7,175	\$5, 725	\$9,050	\$7,350	

 $\underline{\underline{a}}^{\prime}$ Excludes one-person renter households.

Source: Estimated by Housing Market Analyst.

Table V

<u>Demographic Trends</u>

<u>Springfield, Illinois, Housing Market Area</u>

1960-1972

	April 1960	November 1965	April 1970	Apri 1 1972_		erage annua From prece 1965- 1970	al eding date 1970- 1972
Population							
HMA total City of Springfielda/ Remainder of HMA	146,539 90,367 56,172	155,000 98,300 56,700	163,400 105,700 57,700	166,900 109,100 57,800	1,525 1,425 100	1,900 1,675 225	1,750 1,700 50
Households							
HMA total City of Springfield <mark>a</mark> / Remainder of HMA	47,514 30,746 16,768	50,400 33,400 17,000	53,500 36,200 17,300	54,900 37,500 17,400	<u>525</u> 475 50	<u>700</u> 625 75	700 650 50

 $[\]underline{\underline{a}}^{\prime}$ Includes the villages of Grandview, Jerome, Leland Grove, and Southern View.

Sources: 1960 from U. S. Censuses of Population and Housing; 1965, 1970, and 1972 estimated by Housing Market Analyst.

Table VI

Housing Units Authorized by Building Permits

Springfield, Illinois, Housing Market Area

1960-1969

	City of Sp	ringfield	Four adjoini	ng village	s <u>a</u> /_Other_vi	llages <u>b</u> /
	Single-	Mülti-	Single-	Multi-	Single-	Multi-
Year	family	<u>family</u>	<u>family</u>	<u>family</u>	family	<u>family</u>
1960	361	6	33	0	NA	NA
1961	337	77	27	2	1	0
1962	407	74	21	21	5	0
1963	3 8 88	₂₄₃ c/	14	0	2	0
1964	455	1 30	19	0	5	0
1965	554	95	19	0	20	0
1966	433	336	8	0	5	0
1967	418	280 <u>d</u> /	11	0	27	24
1968	420	155	NA	NA	NA	NA
1969	380	451 <u>e</u> /	NA	NA	NA	NA

- a/ Includes the villages of Leland Grove, Southern View, Grandview, and Jerome.
- b/ Includes the villages of Buffalo, Pawnee, and New Berlin. Data for 1967 also include the villages of Mechanicsburg and Rochester.
- c/ Includes 100 units of public housing.
- d/ Includes 200 units of public housing.
- e/ Includes 111 units of public housing.

Sources: U.S. Bureau of the Census, C-40 Construction reports; and Springfield building inspector.

Table VII

Housing Inventory, Tenure, and Vacancy Trends
Springfield, Illinois, Housing Market Area
April 1, 1960 - April 1, 1970

Inventory components	April 1, 1960	November 1, 1965	<u>April 1, 1970</u>
Total housing inventory	50,011	53,200	56,200
Total occupied units	47,514	50,400	53,500
Owner-occupied	31,354	34,000	36,200
Percent owner occupied	66.0%	67.5%	67.7%
Renter-occupied	16,160	16,400	17, 300
Percent renter occupied	34.0%	32.5%	32.3%
Total vacant units	2,497	2,800	2,700
Available vacant units	1,294	1,500	1,600
For sale	56	400	400
Homeowner vacancy rate	1.1%	1.2%	1.1%
For rent	938	1,100	1,200
Rental vacancy rate	5.5%	6.3%	6.5%
Other vacant units <u>a</u> /	1,303	1,300	1,100

a/ Includes seasonal units, units rented or sold and awaiting occupancy, vacant dilapidated units, and units held off the market.

Sources: 1960 U.S. Census of Housing; 1965 and 1969 estimated by Housing Market Analyst.

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